

PERSONNEL ADMINISTRATION

Implementing the Reforms

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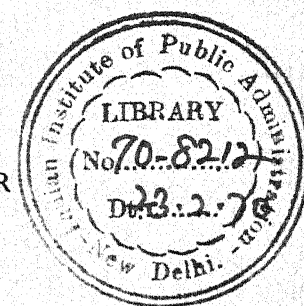
Personnel Administration

Implementing the Reforms

—Report of the Conference
on
Staffing Policies
Unified Grading Structure
Training and Development
of Personnel —

Organised under the joint auspices
of
The National Academy of Administration, Mussoorie
and
The Indian Institute of Public Administration, New Delhi

Programme Director
DR. V. A. PAI PANANDIKAR



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CONFERENCE ON PERSONNEL ADMINISTRATION
(August 31 to September 2, 1969)

New Delhi-1,
December 30, 1969.

Dear Dr. Khosla,

I have the privilege of submitting herewith the Report based on discussions at the Conference on Personnel Administration.

V. A. Pai Panandikar
Programme Director

Dr. J. N. Khosla,
Director,
Indian Institute of Public Administration,
Ring Road,
New Delhi-1.

FOREWORD

In March 1968, the Indian Institute of Public Administration organised a Conference to discuss the need for change in the existing personnel system with a view to making it more task-oriented. The report of the Conference was found useful by the Administrative Reforms Commission in its search for a personnel system suited to the needs of Indian administration.

The Commission submitted its Report on Personnel Administration to the Government of India in April 1969.

The ARC report evoked considerable interest both among the students and the practitioners of public administration. The Institute, therefore, organised another Conference at New Delhi during August 31 to September 2, 1969, in collaboration with the National Academy of Administration, Mussoorie. This Conference discussed the wide range of issues relating to the implementation of the major personnel reforms suggested by the Commission. The Institute is glad to publish this report based on the discussions of the Conference.

I am thankful to Shri D. D. Sathe, Director, National Academy of Administration, Mussoorie, for his help in organising and for taking keen interest at all stages in the conduct of the Conference.

I am also thankful to Dr. V. A. Pai Panandikar for directing the Conference programme from its planning through the preparation of this report.

I hope that this report will be useful to all those, including the Government of India, who are interested in the reforms of the Indian public personnel system.

NEW DELHI
FEBRUARY 2, 1970.

J. N. KHOSLA
Director
INDIAN INSTITUTE OF
PUBLIC ADMINISTRATION

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I

INTRODUCTION

The Conference on Personnel Administration grew out of an interest expressed by a large number of public officials as well as academicians in the field of public administration. The immediate stimulus for the present Conference was provided by the report of the Administrative Reforms Commission (ARC) on Personnel Administration.

The ARC was set up by the Government of India in January 1966. Its basic terms of reference were "to give consideration to the need for ensuring the highest standards of efficiency and integrity in the public services, and for making public administration a fit instrument for carrying out the social and economic goals of development as also one which is responsive to the people".

To facilitate their work on personnel administration, the ARC had appointed three Study Teams on the following topics :

- (a) Recruitment, Selection, UPSC/State PSCs and Training;
- (b) Personnel Planning, Staffing of Public Sector Undertakings and Personnel Management; and
- (c) Promotion Policies, Conduct Rules, Discipline and Morale.

The Study Teams reported in 1967 and the Report of the ARC on Personnel Administration was submitted in April 1969. Since the ARC's recommendations touch the very heart of public administration, *viz.*, its personnel, there has been considerable sensitivity and controversy regarding its recommendations.

It is with a view to studying these recommendations of the ARC especially from the point of view of feasibility and

implementation that the present Conference on Personnel Administration was convened under the joint auspices of the Indian Institute of Public Administration, New Delhi and the National Academy of Administration, Mussoorie.

The participants in the Conference were invited selectively keeping in mind two considerations. First of all, the capacity of the individual to contribute effectively to the deliberations of the Conference. Secondly, the individuals should, as far as possible, represent differing viewpoints so that there would be a proper balance in the discussions of the Conference.

Over 100 individuals were issued invitations. Of these, 70 accepted the invitation. The actual attendance was 61. It consisted of a good number from the ICS-IAS, from the various All India and Central Services, a few scientists and medical personnel, M.P.s, and an important group of academicians. The list of those who attended is appended.

The Conference met at an inaugural session on August 31, 1969 at the IIPA. It was addressed by Shri Asoka Mehta, Chairman of the Executive Council of the IIPA and former Deputy Chairman of the Planning Commission and Union Minister for Petroleum, Chemicals and Social Welfare. In view of the special importance of Shri Mehta's address, we have reproduced the text of it in this report.

The substantive sessions of the Conference were held for two days on September 1-2, 1969 at the IIPA, New Delhi.

In terms of the importance of issues and priorities in personnel administration, the planners of the Conference proposed attention to three major areas, *viz.*, (1) Staffing Policies, (2) Unified Grading Structure, and (3) Training and Development of Personnel. To facilitate the discussion, working papers were prepared for each of the three sessions. They presented the general background, specific recommendations of the ARC, issues involved and the questions which the Conference could answer. These papers are appended to this report.

The Conference held seven working sessions of which five were devoted to the basic topic dealing with staffing policies and

one each to unified grading structure, and training and development of personnel. In addition, there was a concluding session on the entire Conference proceedings.

In convening the Conference considerable controversy and criticism was anticipated. And, as expected, the proceedings were exceedingly lively and animated. To the credit of the participants of the Conference, it must also be said that the level of contribution was of a high order especially in terms of articulateness of their viewpoints and professional standards.

Towards maintaining this level of debate, no small part was played by the Chairmen of the three sessions on the topics mentioned above. Shri A. N. Jha, Lt. Governor, Delhi, played an extremely effective role in focussing attention of the Conference on relevant issues of staffing policies. His dexterous handling of the controversial areas was punctuated by ready wit and humour.

Shri Ashok Chanda, formerly Comptroller & Auditor General, also kept the subsequent session on this high standard. His penetrating analysis of the ailments of Indian administration and his various observations helped the Conference a great deal to examine many difficult problems in Unified Grading Structure.

Shri P. L. Tandon, Chairman, STC, who presided over the last session of the Conference, brought a great deal of his managerial experience in industry to bear upon the deliberations of the Conference.

The broad areas which were discussed in the various sessions of the Conference were as follows :

So far as staffing policies are concerned considerable thought was given to the problem of recruitment in Government service including issues relating to making the Government service more attractive to the superior quality of talent in the country.

Considerable attention was focussed on the basic issues regarding 'functional' and 'other than functional' classification of posts suggested by the ARC. The definition which could identify these two types, if any, was widely debated.

The question of staffing the higher level posts particularly

in the Secretariat received perhaps the maximum consideration of the Conference. This was expected in view of the relevance of these posts to the proper formulation of public policies. The issues which were raised here related to the type of background higher officers should come from, the experience they should command before reaching these levels, as well as requirements of selectivity in making such appointments.

The discussions on staffing higher policy posts raised a host of important problems. The oft-repeated "generalist" *versus* "specialist" controversy figured as was expected. Amongst principal issues, considerable attention was focussed on the question whether a specialist can occupy higher policy-making posts or not. Similarly, the issue whether a single examination should determine whether an officer should be called generalist or not was posed. Many important arguments were presented by the various participants especially in pointing out the problems involved in changing the present policies as well as the need for doing so.

In this context, differences in pay and status between different Services or groups of officers were mentioned. The question whether the specialists could be paid high enough salaries to attract them to the government service was posed. At the same time the need to pay senior level policy personnel adequately was also brought out prominently.

Considerable time was spent in discussing relevance of All India Services to the present administrative context in India. The issues which were raised here were in terms of their role in national integration and maintaining comparable standards of administration in the country, amongst various others.

The institutional arrangement for dealing with the development of the personnel system also drew attention of the Conference. The main issues discussed related to the location of Central Personnel Department, its role in developing and implementing personnel policies of the Government, particularly training and career planning. The staffing of this Department was also considered a matter having major implications for the future.

On the grading structure, attention was given mainly to the relevance of such a system to the rest of the recommendations of the ARC on personnel administration.

Specific attention was given to the present pay structure, its anomalies and the rationalisation of the structure.

The relationship between the pay structure and morale as well as incentives was also emphasised. In particular the problem of making the government service as a career attractive to the new entrants was discussed.

Amongst the other issues discussed were the multiplicity of present grades, whether they could be reduced and what implications this would have to the costs in rupee terms to the exchequer.

Similarly, the utility of long as against short grades specially from the point of view of the feelings of "security" as well as the danger of "complacency" was considered.

The most important issue relating to training which was mentioned was the need to put together the requirements of Government for training. The processes of training, both formal and informal, and the need for a continuous follow-up at different stages were discussed at length. The absence of specific reference by ARC to training of certain classes, especially Class III and Class IV and higher technical services was also mentioned. The Conference had the benefit of a good academic presentation on the aims of training. Another area of considerable debate was the structure of training. The question as to how the existing institutions should be utilised and for which type of training, was also examined. Specific attention was placed on the National Academy of Administration and its courses. The recommendation of the ARC regarding the IAS Staff College came in for much discussion.

Similarly, the development of proper trainers and their sources was given much thought. Finally, training of higher level personnel for manning top posts, its nature and content, was discussed.

In preparing this report, we have carefully gone through

the verbatim record of the Conference as well as the notes which some of the participants had sent us according to the procedure of the Conference. Both these sources have given us invaluable material on the personnel problems.

For presenting this report, however, we have not considered it necessary to quote the participants. In fact, it was agreed that it would not serve any particular purpose. Instead we have tried to put together the various points of views to prepare an integrated report. In doing so, we have sought to indicate the areas where there was some or even considerable agreement, not to use the word consensus, and also the areas where there was no discernible agreement. We feel that such a report would serve both the reading public interested in the reform movement as well as the policy makers.

The substantive part of the Conference is covered in Parts III to V. Each part deals with the major topics listed by the Conference, the issues which were discussed, the areas of agreement, as well as of dispute. The last part, *viz.*, Part VI, is an attempt to put together the entire proceedings and debate of the Conference and to present the outcome.

In this context we need to emphasise again that the Conference was not organised to reach definitive conclusions. To the extent that some conclusions were reached or suggested, the Conference would have served some practical purpose. This, however, was incidental. The major objective was to consider the issues arising out of the recommendations of the ARC and the need for reform of the personnel system. It may be added that while the recommendations of the ARC did not always find favour with the participants, the need for reform of the present system was widely recognised and even recommended.

We wish to acknowledge our deep gratitude to Dr. J. N. Khosla, Director, Indian Institute of Public Administration and Shri D. D. Sathe, Director, National Academy of Administration for their encouragement and advice at every stage of the Conference. Indeed, they played many important roles at different times which contributed enormously to the success of the Conference.

We are grateful to Dr. O. Glenn Stahl and Dr. Ross Pollock of the Ford Foundation for their suggestions in the planning of the Conference. We record our deep appreciation of Dr. A. R. Tyagi, Professor of Public Administration, the National Academy of Administration, for his help and advice in the conduct of the Conference and the preparation of this report. Special thanks are due to Shri V. M. Kulkarni and Shri S. S. Kshirsagar of the Indian Institute of Public Administration for their unsparing and untiring efforts at every stage of the Conference. Indeed, they bore the brunt of organising the Conference and the preparation of this report at considerable cost to their regular work. Finally, we owe our gratitude to all the participants who offered us their full cooperation, help and guidance.

II

INAUGURAL ADDRESS

I do not know how far a political worker is qualified to advise an administrator today. I say this because if the political structure in the country had been sustained in a meaningful manner, I believe the task of the administrators would have been greatly facilitated.

In the past few years, we have seen some unfortunate dialectical process unfolding itself. Economic difficulties brought about political dislocation. Political dislocation in its turn has triggered economic difficulties. This undoubtedly has created added difficulties for our administrators in particular and for our country in general. And I think when we look at the future, we have constantly to keep in mind that the years that have been eaten up by the locusts, somehow or other, are regained and what has been lost, is repaired.

There is no denying, if you look at the world—and I had an opportunity recently to visit a number of countries once again—that compared to most parts of the world, we seem to be marking time and in some areas, even falling back. It is, therefore, necessary that whatever we do, whatever we decide, we relate our thinking, our actions, our plans and our purposes to acceleration of the whole process of growth and change. Unless there is some perspective before us, it would be difficult for us to say much about the kind of administration we are going to require in the 70s. What kind of administrators will be needed in the 70s? Our thinking in these matters, as in most others, gets clogged by the past. Unless there is a forward looking approach, I am afraid, this Conference is not likely to achieve significant results.

From the cursory glance that I was able to give to the various recommendations made by the ARC, I find that there is constant reference to the fact that our administration is going to

be more complex. I do not know what precisely this statement means. What kind of content will these recommendations put into administration? What are the new tasks and new responsibilities? Much of this will depend upon the picture we have of the tempo of growth, change and development.

It is necessary, therefore, to have an outline of what we intend doing. I do not, however, know who will give you the outline. But I hope somebody will make an effort to give you an outline of the kind of structure, the purpose and the style of management needed for the 70s. From the experience that I have had of the Government, both at the Union level as well as in the States, I am driven to the conclusion that there is something lacking in our current style of management. It is not only that our public sector enterprises need to be run adequately but I think the administrative structure requires a considerable amount of overhauling.

Any one who is concerned with problems of management today knows that modern government is organised in terms of constellations. It is not an individual. It is not a hierarchy. It is a group of men, a group of men who are meaningfully correlated. In a constellation you do not know who is contributing what.

We talk so much about coordination. I think coordination is one of the overworked words in the Government; and to my mind, coordination has hardly any meaning unless behind it is a real concept of a constellation, of working together as a group. There are different kinds of groups for different purposes. But willingness to be part of a group, as against the hierarchical structure, the constellational structure does not necessarily delimit hierarchy; but the relationship is completely different.

The other problem that you are going to discuss is a problem that is engaging the attention, not just in its narrow limited way as far as administration is concerned, but in a wider sense, the world over. When we talk about the generalist and the specialist, when we talk of the general administration and the functional services, in fact, we are talking about the "two cultures". When Lord Snow talked about two cultures, what he was trying to

point out was that in the world wherein science, technology, specialisation are becoming so much more important, how do we weld them in a common culture? How do you ultimately reconcile the universalisation of experience with increasing particularisation of specialities? In almost every university worth the name in the world today, curricula are being revised in order to see that humanities and sciences do not flow as two streams without any kind of contact in-between. The constant desire to bring about meaningful relationship, significant interpenetration between humanities and physical sciences is a quest today, perhaps an overall quest, in educational institutions all over the world. Can we hope to keep ourselves away from it? There may be established interests one way or the other, that may oppose it, but the thrust of the future is clear.

I believe you and I, and many of us in this country, who are privileged to work in the positions in which we are placed today, constitute the modernising elite, and it is the essence of modernisation that we are willing to change our habits, attitudes, modes of thought and ways of behaviour.

This country just cannot be transformed unless we are able to bring about basic changes in the attitudes of millions and millions of our countrymen. What right have I, what right have you, to ask the man behind the plough, the man behind the wheel, the man behind the loom to bring about significant, decisive changes in the age-old habits and attitudes of his, if we constantly are pulled back because we have been accustomed to do things in a certain way, or because we have been accustomed to a particular structure all our lives? Our claim to be a part of the modernising elite can, therefore, be justified only to the extent we are willing to rise above our established proprieties and have a view which is panoramic with the horizon ever widening.

I believe that the most significant among the administrators will have to operate on what I call at the new frontiers. A great deal of technical expertise is needed. Mere commonsense, mere general knowledge, confidence that you can manage people, confidence that you know how to handle situations—has just no meaning today. Because in all these things, a great deal of

expertise, a great deal of specialised knowledge is emerging. A good generalist is one who is, as it were, at the frontier of specialised knowledge; and a good specialist is one who is at the frontier, where he can move into the generalised field. But it does not mean that we do not need, if I am not to be misunderstood, somewhat narrow specialists. The country will need a very large number of people who know more and more about less and less. But these specialists have their particular kinds of jobs assigned to them. Many more people, many more men and women in the administration, will be called upon to know somewhat—may be a little less—but about more and more things. A wider range of understanding is inescapable if you want to bring about transformation.

Any student of history knows that the transitional period or a transitional society is an emotive society. Emotions are greatly stirred whenever a society is engaged in a period of transition. I have been to the United States a number of times, but never have I seen that country in the grip of emotions as I found it recently. So long as the race problem was almost academically viewed, there was no need for emotions to be stirred. Ten years from now, twenty years from now, the race problem will ultimately be sorted out and solved. Then emotions would have abated. But during the present period, it is bound to be a country of tremendous ferment, of conflict, of contradictions. The same thing is bound to happen in our country. We are passing through a transitional period, and in a transitional period emotions tend to be deeply stirred. An elite will have to face this situation. An elite must be able, not by ignoring emotions, but by, as it were, sublimating the emotions, to intellectualise the problem and the process. Without intellectualising the problem and the process, I do not know how we can move forward.

I do not know how far you agree with me, but I have often felt that a developing country, or an underdeveloped country, when it looks at a developed country, sees to a great extent its visage of the future. The more we fumble, the more we fail, the more chauvinistic we tend to become. But this kind of chauvinism does not evoke any kind of admiration at least from me. We see the developed world, the world towards which we are moving and it is not a particularly exciting or a rewarding

world. It is possible for us to avoid many of the mistakes the developed countries have made, many of the distortions that have taken place there. But to avoid these mistakes, to avoid these distortions, to plan our future, not as a carbon copy of what someone else has achieved before, but as something which is a creative thing, would require a tremendous amount of planning and intellectualisation. Then alone it would become a *tour de force*.

The poorer a country, the less developed it is. If it wants to take a leap forward, the input of organisation and the input of enlightenment have to be of a very high order. This means that an overwhelmingly large number of administrators, even the lower echelons of power, will be called upon to undertake responsibilities where this capacity, the skills to understand organisation, to foster organisation, to spread enlightenment and to be constantly prepared for enlightenment, will be of great importance.

It is just not possible for us to think in terms of dichotomies like the one of generalists and specialists. So many dichotomies have existed in our country. I think they are obsolete, because basically what the world is demanding is a break away from these dichotomies. What is needed is a lot more of interlacing, interpenetration.

It is impossible now for any administration to function in any part of the world without a deep involvement by the people in it. The tasks are different, the situation is different, the context is different. Now, whether one is a specialist or a generalist, if one is constantly being called upon to deal with the people, the problem of communication becomes of paramount importance. And if one is constantly called upon to learn the skills of communication, he cannot remain a pure specialist, nor can he remain a pure generalist. I can think of a very few specialisations today which can function without extension services. I can think of very few general responsibilities where a person will not be called upon constantly to revise his knowledge and understanding. As I said earlier he will be constantly called upon to be near the frontiers. Therefore, from my point of view, this dichotomy, this structure, this style of management which

we have created, hierarchical, highly structured, will be of little relevance in the 70s. It will be an obstacle in the 70s. If we really want to race forward, and knowing as we do now that the stock of science and technology tends to double almost every 10 years, with the backlog that we have to clear up, it is obvious the kind of attitudes, the kind of approaches that are needed, to the three subjects that would be considered, *viz.*, staffing policies, unified grading structure, and training and development of personnel.

I believe most of you probably think that the least important is the third topic. From my point of view, the most important topic before you is the third, *viz.*, training and development of personnel. Because no administration is going to be worth anything unless we devise ways and means whereby the administrator's understanding is replenished. I have often felt that the big difference between the situation as it existed, when we were young men, studying in the universities and the situation as it exists today is that our teachers could give us as it were a road map of life. Broadly, a good teacher could have said 30 years back what you and I would encounter and what you and I could possibly do in different situations in life. I know of no teacher in the world today who can give a road map to any young man. All that can be given is a pair of compass. One will know what the directions are, but the course will have to be chartered by the person himself. This ineluctable, inescapable necessity to move forward with a pair of compass and without a road map requires a different kind of administrator completely, an administrator who is constantly willing to learn, an administrator who at no point feels that his understanding is complete.

One who is constantly willing to learn can learn only as a part of constellation, only if he realises that there are occasions and areas where his relationship with the specialist is that of a pupil to the teacher. There are other areas where the relationship of the specialist to the generalist is that of a pupil to the teacher. These roles are not permanent roles. Even the roles between fathers and sons are no longer fixed and frozen.

When recently the moon was touched and explored partially, I think most fathers discovered, not only in India, but in almost

every country of the world, that the sons understood the phenomenon far better than the fathers could. I happened to be in New York at that very moment of time and I remember someone telling me how three generations reacted to it—the grandfather, the father and the son—absolutely a fascinating contrast of the different generational responses to the event. The same thing must have happened here. Even between fathers and sons the roles are no longer the traditional roles. Can then the traditional roles between the generalist and the specialist remain unaffected?

What should be the grading structure? How to analyse jobs, specify their requirements, and fill them? Somehow, I have never got very excited over the salary problem. To me the two important things are the first and the third—staffing policies and training and development of personnel. I think it will be an atrocious society wherein man's importance is judged only by the salary or the income he gets. The real problem to my mind is of spelling out, defining job requirements, job contents, job efficiency, job satisfaction and deciding the criteria of measuring these.

Most important problem is the problem of training. We are already suffering from the danger of being governed by people who are suffering from obsolescence. Our politicians are mostly obsolescent. But there is nothing one can do about it. But at least, in the area of administration, if we can have some modern concepts, some modern ideas, then the country can have future.

Recently, the banks were nationalised. I believe the nationalised banks will be able to make some contribution to stimulating our economy and to providing assistance to the less privileged sections of our people. But how much can the banks do? There are twenty million rural families who are landless. There are another twenty million agricultural families whose holdings are less than one acre each. Can any banker, even a banker of genius, even hope to reach all these families? An odd family here and there he can reach for the purpose of show. Basically, this problem could be faced if the poor get organised, cooperatised. Can one communicate to people the possibilities of advances under the change if the restraints that are required are accepted? A banker, I presume, is a specialist, however, he will

have to develop a generalist approach in these matters.

In every area of administration you have to move half-way, at mid-point. The people will have to be induced to throw out their filaments of organisation and understanding, and the administrator has to throw out his filaments of responding to organisation and fostering the understanding. From the people and from the administrator, therefore, in the 70s, a new style of functioning becomes necessary. If we realise, if we accept, that these are the imperatives of the 70s for our country, I believe, the participants will be able to put themselves in a different mood. If they have come as gladiators they will find it probably worth their while to become fellow-searchers for a solution. It is with this hope that I accepted the invitation to associate myself with this Conference.

I would beg of you to rise above the established proprieties and relate yourself to the new purpose, to the new style. If you do that, the thrill, the excitement, the kind of rewarding enthusiasm that is generated by this transformation in the perspective itself, you will find compensating for the difficulties you encounter in the operations you undertake.

I do not know whether I have the capacity, but I know that I have not the *adhikar*, the right, to communicate to you the need—the ineluctable, the inescapable need—for this transformation. Do look at this problem not in the light of what has been, but in the light of what we have to be.

III

STAFFING POLICIES

The need for major reforms in the public personnel system of the country has, according to the Administrative Reforms Commission, arisen out of basic changes in the functions of the Government of today and the context in which it operates. As a result of direct involvement of the Government in the socio-economic development of the country their responsibilities have vastly changed. Secondly, the context of Government in India has also changed due largely to the system of parliamentary democracy adopted since Independence and especially by the new Constitution. Thirdly, the role which a citizen has to play in the development of the country has major implications for the administrative system.

The Commission maintain that in view of the complexities of the governmental functions today, it needs a diversity of skills for the administration of various programmes of development; that many of these skills are not easily available; and that these considerations have a great bearing on the staffing policies of the Government.

By far the most important recommendations the Administrative Reforms Commission have made in this regard relate to the staffing policies of the Government. The objectives the Commission set before themselves in making these recommendations are "to facilitate the most effective use of the human resources of the Civil Service by canalising careers within it so as to produce the skills and competence needed for the work of the Government today and to maintain efficiency and morale of the Services at a high level; to make it flexible enough to adjust to changing circumstances and to make it a career open to talent".

The principal scheme of the Commission is to professionalise the Indian administrative machinery. This is sought to be done

by dividing the work of the Government at various levels into distinct functional specialisations. The Commission note that such functional division of work already exists today in the sense that the people who man engineering posts, or posts of accountants, income-tax officers, etc., are the people who have the necessary training and familiarity with the subject matter. They have specialised in these respective fields either at the University stage or subsequently during the course of their service with the Government. Each of these functions has assumed greater importance today and therefore needs adequately trained and competent personnel through specialisation in a function.

The ARC's major recommendation, therefore, is that all posts which require close and intimate familiarity with the subject matter should, whenever the number involved is viable, be encadred. These should form a functional service and should, therefore, be earmarked for the officers of the service. However, the movement of persons at various levels in the functional service is not to be automatic but through careful selection at each level. The unified grading structure recommended by the Commission is designed to help this process of selection.

The Commission recognise, however, that there would be many posts which will not require subject matter specialisation, but would demand broad conceptual and managerial skills. This is generally so in the case of policy level posts in the Secretariat. These are the posts to which no single functional service is uniquely qualified. In recognising the importance of these posts, the Commission have suggested that they should not be manned as at present but by a different method.

The method recommended by the Commission is to give an examination to all officers of higher services with eight to twelve years of experience in Government and test them for their suitability to man higher level policy positions. This examination should be designed to assess the candidate's capacity for communication, clarity of thought, overall managerial ability, power of analysis and comprehension of current social, economic and political issues.

The Commission have suggested that after the officers are

selected on the basis of the above examination, they should be allotted to one of the eight specialisms described by the Commission, according to their background and aptitudes. Thereafter, the careers of these officers would be within the chosen specialism, but there should be judicious job rotation of these officers in related areas.

The issues arising out of the various recommendations of the Administrative Reforms Commission relating to the staffing policies of the Government were examined in detail by the Conference.

Personnel Needs of the Government

The Conference considered the needs of the Government for various types of personnel in the context of the changes in the governmental functions and the anticipated development during the next decade or so.

There was considerable similarity of views on the complex and varied tasks which the Government are called upon to perform today and the consequent needs of the Government for high calibre skills both in terms of specialised knowledge of the subject matter and the competence to handle complex policy and managerial posts. Since the Government have undertaken a variety of responsibilities in diversified fields such of research in science and technology and a vast network of development programmes in addition to those arising out of the growth in the traditional functions of the Government, their needs for persons appropriately skilled would be considerable.

While there was little controversy about the need for a variety of skills represented in the civil service, different viewpoints were expressed in the Conference about specific aspects of the staffing policy including classification of services, lateral entry, etc., to induct the necessary skills into the government service.

Classification of Posts as 'Functional' and 'Other Than Functional' Posts

The staffing scheme proposed by the Commission is largely

based upon the classification of posts into what the Commission have called 'functional' and 'other than functional' categories.

The Commission have defined the term 'functional' services to include: (a) those services which are charged with technical functions for which a pre-entry vocational education is required (e.g., the various Engineering Services), and (b) those in which, after entry, officers specialise in a particular area of administration (such as the Audit and Accounts, and Income Tax Services) but for which no pre-entry vocational education is prescribed and attainment of a certain level of general educational qualification is considered adequate. A functional service could thus be technical or non-technical, but its essence lies in the knowledge and familiarity with a particular subject matter.

The Commission have stated that most of the organised services of the Government are already 'functional' in the above sense, with the exception of the Indian Administrative Service.

The Commission have suggested that posts in the government can be similarly classified as 'functional' posts and posts outside 'functional' areas. The *sine qua non* for occupying functional posts is an intimate knowledge of and familiarity with the particular function concerned which enable their encadrement. The important recommendation of the ARC in this respect is that posts, whether of a purely technical character or of supervisory and managerial nature at successively higher levels, which require knowledge of and close familiarity with the subject matter should be grouped in a hierarchy. Such posts may exist in the field offices as well as at the headquarters and in the Secretariat and at all levels right up to that of a Secretary to the Government.

The Commission further say that those posts which do not require intimate familiarity with a subject matter of specialisation but involve general administrative and managerial skills or other similar characteristics should be grouped as 'other than functional' posts. Posts in this group are to be staffed by different methods.

The Conference debated at great length the classification of posts and services proposed by the Commission. It was pointed out on the one hand that the Commission have not clearly defined

the terms 'functional' and 'other than functional' and that the specific illustrations given by them are sometimes contradictory. Some of the specialisms enumerated by the ARC like personnel administration, financial administration were more functional than general.

On the other hand there was close identity of views that posts which are purely of a technical nature even at various higher levels within a specific discipline would constitute a functional service. There was thus little disagreement that the post of a Chief Engineer should necessarily be manned by a person with engineering background. It was also generally felt that posts at supervisory levels even in a technical field like engineering would have managerial content and that this would begin in a service like the Engineering Service at several levels below the Chief Engineer. Nonetheless, subject matter knowledge remains essential in all these posts.

In fact, it was pointed out that the subject matter knowledge is an essential requirement in bulk of the posts of the Government today, that we have passed the time when a person with general education and training could occupy any post. Technological developments in almost all the fields necessitate that for appointments to bulk of the posts in the Government the subject matter competence must be considered at least as crucial as general administrative skills. This is the essence of professionalisation in the modern sense. The fact that no person today advocates that the post of a Chief Engineer of CPWD or CWPC should be manned by a non-engineering person is a clear indication of relevance of technical background for such a post.

Different viewpoints were, however, expressed about whether policy posts at the higher levels especially in the Secretariat could be classified as 'functional' and 'other than functional'. It was pointed out that these posts in the Secretariat as distinct from the posts in executive departments do not require thorough knowledge of the subject matter specialisation. Instead they require an ability on the part of an incumbent to interpret the viewpoints of various departmental agencies to be integrated into a common Ministry-wide policy framework. This alone would enable the Minister to be advised properly and the Ministry's programmes

to be adequately developed as part of an overall governmental plan. It was, therefore, emphasised that what is needed at the Secretariat level was merely general acquaintance with the subject matter and not necessarily the specialised knowledge which may be essential in the executive departments. Also that once the distinction between the Secretariat and executive departments' functions was clarified, much of the present problems of this relationship would disappear.

On the other hand, it was pointed out that although the Secretariat posts involve a blend of 'functional' and 'other than functional' skills, knowledge in depth of the function at the higher levels was extremely important. Whether functional skills were necessary or not was a technical matter in the sense that it would be possible to resolve the controversy by proper job evaluation. If after job evaluation it was found that the job required special training in and intimate familiarity with the subject matter, there should be no justification for leaving that post outside the scope of the functional service.

A point was also made that in terms of managerial duties and responsibilities, senior executive posts like the Chief Engineer's were comparable to senior Secretariat posts of and above the rank of a Joint Secretary in the Ministries like Public Works and Health. Prior to Indian Independence, in a number of State Governments the Chief Engineers were also appointed as Secretaries to the Public Works Departments. It was argued, therefore, that if supervisory and managerial competence along with subject matter knowledge are the qualifications for manning high level policy positions arising out of proper job evaluation, then they should be manned by suitable persons drawn from the functional services alone as suggested by the ARC.

Case of the Indian Administrative Service

The Administrative Reforms Commission have recommended that a specific functional field should be carved out for the Indian Administrative Service.

Disagreement with the Commission's recommendation regarding carving out a separate functional field for the Indian Administrative Service was clear. It was pointed out that by

its very nature the IAS was not a uni-functional service and that the suggestion for carving out a certain functional field for the IAS did not take into account the fact that IAS officers performed a number of other functions. The entire development of this Service has been in the nature of handling a variety of policy and managerial posts in the Government and not limited to any narrow specialisation.

The revenue and magisterial work which for instance were ascribed to be specially the functional areas of IAS occupied but a small part of the time of IAS officers. It was, therefore, not correct to maintain that IAS officers generally specialised in these fields and should, therefore, man various positions only within such a narrow field. As a matter of fact the administrative functions performed by the IAS officers constitute as much an area of specialisation as those of other professions. It was also pointed out that the district experience of an IAS officer was not of any functional character but involved working in broad programmes of development and their implementation at the district level. This often involved direct relations between the Collector and the citizens as well as their representatives. By making IAS a functional service the benefits of such a well-rounded training and experience would be lost.

This interpretation was contested at the Conference by pointing out that the ICS and now the IAS were started with the specific purpose of manning district administration. In the British regime the ICS had a total strength before partition in 1947 of only about 1200 and odd officers. The total number of districts at that time was over 400. Considering the ICS officers holding district charge, sub-divisional officers, officers on leave, etc., and junior officers who were under training, the total number of ICS officers available for policy making posts in the Secretariat whether at the Centre or in the States was very small. Besides, there were fewer posts in the Secretariat. The officers were, therefore, essentially in the districts.

Indeed, as a highly distinguished member of the ICS once pointed out, the ICS then and now the IAS officers were specialists in district administration, they perform an extremely important function and unless it is performed well, the country

would face many difficulties. The IAS, therefore, has a legitimate case to be strengthened so that posts such as District Collectors, Commissioners of Divisions, etc., should be further developed and enlarged whenever necessary.

It was further pointed out that the so-called developmental work of the IAS officers in the district was over-emphasised. By virtue of sheer number and the low premium placed on district assignments, few IAS officers worked in the districts for any length of time. A study made recently showed that the average tenure of a district collector was less than two years. In contrast the officers of certain functional services like agriculture, health and education worked much longer in development fields in the districts and would legitimately claim such expertise and experience.

It was also emphasised that no case can be made for the IAS officers to be Directors of Agriculture or Animal Husbandry when persons with specialisation in these fields are available or should be developed. In fact, it would not be possible to attract people of higher calibre in the technical services unless top posts in their functional areas are reserved to them for promotions.

It was stressed by some participants that a specific functional area according to the actual work content of the IAS needs to be developed. To talk of administrative function as a specialisation of IAS would be contrary to facts, because every supervisory person has to perform administrative functions. This would be true in technical fields as elsewhere. The fact that other Central Services are contributing personnel for senior management posts along with IAS indicates that general administrative skills are not the monopoly of any single group of officers. On the other hand, without delineation of a specific area of operation for the IAS, damage would be done to the growth of professional expertise and skills in the various functional services of government.

A view was expressed in the Conference that due to the increasing complexity of governmental operations, there is danger of inefficiency resulting from most of the senior posts in the Government being manned by persons who are not familiar

with basic concepts involved in handling development programmes in the field. Whether the Reforms Commission's definition of the functional area for the IAS is appropriate or not was a matter for further examination. The essential point is that it is necessary to have specific area in which IAS officers would develop their specialisation so that they can serve the needs of the country more effectively than at present.

Staffing Higher Positions in Functional Fields

Apart from the question whether the IAS can be called a functional service or not, many participants at the Conference felt that the movement from the lower to the higher levels within a functional area should be based on certain clear-cut considerations. The Administrative Reforms Commission have made certain recommendations on unified grading structure and training of personnel which are related to this matter. It was pointed out that promotions without a proper method of scrutiny and evaluation of an individual's performance would lead to inefficiency and also demoralisation of competent officers.

It was pointed out that the criteria for appointment to higher posts should be based not only on the performance in a job but also on demonstrated competence to deal with higher levels of responsibilities. Even in a technical field there would be two types of skills. In one type involving managerial responsibilities, the higher officers must have the ability to provide necessary leadership and guidance to the junior ones, while possessing minimum technical competence. Thus, in engineering, a person who becomes a Superintending Engineer in charge of executive divisions should not only have technical competence but also supervisory capabilities. But in the other type pure technical skills may be essential, for example in the design side, etc. In this case the person of such abilities should be able to move into higher position without having to sacrifice his specialisation or necessarily moving into supervisory jobs as in the earlier case.

Lateral Entry into Functional Services

The Administrative Reforms Commission have recognised the need for importing from outside the Government, persons

with certain skills and expertise which are not available within the Government. They have, therefore, recommended that lateral entry should be permitted to senior technical posts from Universities, industrial and commercial concerns.

This was by far the most important area of agreement at the Conference. Many speakers felt that the close preserve of any service should be done away with since the closed system does not enable the Government to get the best talent available in the country. The view was widely shared by the Conference participants that the need of the Government for higher calibre was far more important than the present closed system.

The Commission's recommendation that provision for lateral entry should be made only for those posts for which the required skills were not available within the Civil Service was considered too restrictive by some participants. It was pointed out that even in fields where skills were available, lateral entry would be of considerable advantage since it would bring in fresh blood, and such a provision was essential to infuse new ideas within a highly closed and organised system and thus help in modernisation.

Some participants were also strongly in favour of opening not only the technical but various other services if specially qualified personnel outside of government were available. It was pointed out that there were a number of jobs in these services for which there were not enough opportunities for further professionalisation within Government. This could be corrected by lateral entry at all levels.

Insofar as the IAS is concerned it was suggested that the point of entry into the service should not be solely through the means of a single initial examination taken between the age of 21-24 but also at subsequent points. For this purpose the IAS should be opened through an appropriate method of selection to officers of certain standing from other services. Once they were so selected, however, these officers should sever all links with their parent service and become regular members of the IAS.

A word of caution was also sounded by some people who feared the danger of such opening of the civil services, viz., that

discarded people from industry and other walks of life may enter the higher government services to the detriment of both efficiency and morale of these services.

The question whether the top policy posts in government should also be opened to lateral entry was widely discussed. Several participants felt that lateral entry in these posts is both possible and desirable. This had already happened in the case of Atomic Energy Department and the extension of this policy in other areas of government deserved consideration.

Some of the participants emphasised the point that there was a need to provide for lateral exit along with lateral entry. Ultimately, it is the demonstrated competence of an individual to handle the complex responsibilities which should become the criterion for his continuance in a higher post. There should, therefore, be a provision for an individual officer to be edged out, if and when necessary.

Many speakers stressed the need for academic and other qualified personnel to come into the Government for a short spell of time. This could be in the nature of a "tenure" appointment in a specific job or in a programme needing certain special skills. Such a system of appointments in the Government would enable academicians to test new thought and concepts and also give the benefit of their application to government for handling real-life situations. Similar opportunity should also be made available to serving officers to work with universities and other academic and research institutions.

All India Services

The Conference debated at considerable length the question of All India Services. More specifically, the debate was whether the Commission's recommendations have strengthened or weakened the case for All India Services. This was an important issue because All India Services have a role in the integration of the Central and State administration, developing the professional field through exchange of experience as well as in maintaining common standards of performance in administration in the country.

Fears were expressed in the Conference that some of the ARC's recommendations may cut at the very root of All India Services, especially the Indian Administrative Service, and thereby adversely affect the orderly and integrated administration of the country, that these recommendations would have the effect of reducing the rotation of officers between the Centre and the States and consequently the flow of administrative experience between the two levels as well as the development of an all-India outlook among civil servants would be considerably retarded.

On the other hand, it was pointed out by others that the Commission's recommendations were not only consistent with the continuance but even extension of the All India Service concept to other fields. In fact the classification of posts as 'functional' and 'other than functional' would enable better deployment of All India Services since there would be posts both at the Centre and in the States which could be manned by functional services. Thus an officer say of an All India Agriculture Service could serve at the districts or at the State headquarters including the State Secretariat, or at the Centre in posts which have been declared to be functional, belonging to the service, though this would apply only to such functional services as have posts both in the States and at the Centre.

It was also pointed out that national integration was a very complex problem and involves the play of many forces beyond the services. Nevertheless, there was general appreciation in the Conference of the importance of All India Services for serving the various purposes indicated above. It was for the most part felt that the Commission's recommendations would strengthen rather than weaken the case for All India Services. In fact the Commission have specifically stated that as common areas of administration in the States were expanding, it would be in the public interest to establish more All India Services.

Staffing Higher Posts outside Functional Fields

The Administrative Reforms Commission have made the basic suggestion that doors of senior management outside functional fields should be opened to all sectors of the civil service and that the selected specialists should be integrated into the

administrative hierarchy so that they participate more directly in the processes of policy making.

The Commission have observed that no single service is uniquely qualified for manning policy posts; hence for appointments to these posts, the net has to be cast as wide as possible to rope in the best talent available in various functional fields. The basic proposition of the Commission is that effective administration demands an effort to match each job with the man possessing the needed qualifications and competence.

Towards opening the senior management to all and to match jobs with men, the Commission have suggested a mid-career examination so that all officers who attain a certain rank in their careers get equal opportunities to be selected in a specially created pool. This process of selection should cover all Class I officers with 8/12 years of service in their functional fields and should be based upon a written test, an interview and an assessment of previous records. The written test should aim at assessing the examinee's capacity for communication, clarity of thought, overall management ability, power of analysis, and his comprehension of current social, economic, and political questions. Once selected by the above process, the officers should be trained in one of the eight specialisms mentioned by the Commission.

The Commission have recommended that senior management posts above the rank of Deputy Secretary which fall outside the functional areas should be filled by officers who have experience in the policy and management pool with not less than seventeen years of service. These selections are to be made by a Special Committee. The Commission have further recommended that there should be no fixed tenure in senior management posts. It has also suggested that the senior management personnel should be given opportunities for advanced study.

There was considerable discussion and debate in the Conference on the above recommendations of the Commission. Regarding the mid-career examination suggested by the Commission, it was pointed out that most of the officers would not have sufficient experience during 8/12 years of their service to judge their assessment for manning high level policy positions.

Some participants also doubted the utility of an examination as an appropriate method for selecting persons for senior positions like the Deputy Secretary.

On the other hand, it was said that although the examination system might not be very suitable, differentiation of candidates was not such a difficult problem after all. The performance of various candidates is generally evaluated. Besides, testing is a technical problem and a suitable testing system could be developed to examine the potentialities of persons for moving into higher positions. The proper composition of the Selection Committee and the adoption of objective methods of evaluation would provide sufficient safeguards against any arbitrary standards.

It was also pointed out that appointment to the pool should not create a new caste of officers who receive automatic promotions to the policy and managerial positions. The unified grading system recommended by the Commission should be used to discriminate between these officers so that only the more talented and capable ones move into this system and advance further in it.

The Conference discussed at great length the question of the relevance of field experience for policy making posts especially in the Secretariat. It was pointed out that the pattern of experience and the close contact with people which the IAS officer gets during his posting in a district is such that it best fits him into the policy and management posts in the Secretariat.

On the other hand it was pointed out that a large body of specialised personnel is employed today in the agricultural, health, industrial, and other development programmes at the district level and that the field experience of this personnel as well as their close contact with the people is no less valuable for policy making posts. Besides, as was pointed out elsewhere, the district experience of IAS officer is limited today to a short span of time. Even to the extent that the district experience of IAS officers is important, it is necessary to identify jobs for which such experience is useful and those for which it is not.

Some participants felt that the creation of a management and policy pool would mean the loss of capable officers to the

States. It was pointed out that such need not be the case. If the States accept the scheme of classifying posts as suggested by the ARC then posts at the State level would also be classified into functional and other than functional groups. In other words there would be comparable groups of positions both at the Centre and in the States. This would enable rotation between the Centre and the States, as has been done in the past. In fact, the ratio of this rotation could be much higher, since postings would be based on specialisation and relevant experience, whether at the Centre or in the States. This would, therefore, strengthen the All India Services instead of weakening them.

Personnel Department

The Administrative Reforms Commission have recommended the setting up of the Department of Personnel under the general guidance of the Cabinet Secretary to work out the detailed implications of the Commission's recommendations relating to staffing the higher posts in the administration.

The participants to the Conference generally welcomed the above recommendation of the Commission. Some even felt that the Personnel Department should be set up without any further delay as many of the present troubles are due to an absence of a central personnel agency which could undertake coordinated and systematic planning in public personnel matters.

Regarding the staffing of the Personnel Department, it was felt that it would be as broad-based as possible with people drawn from various Services and with varied background. Suitable expertise in the field of personnel from outside the government service should be inducted. A broad-based Personnel Department would evoke a sense of confidence and trust about its functioning in the minds of different categories of the civil servants and also have the necessary technical competence within it.

Participants in the Conference expressed several views regarding the location of the proposed Department of Personnel. One view supported location in the Prime Minister's Secretariat

as this would provide support from the highest level to the personnel reforms undertaken by the Department. Experience of several countries which had done so with considerable advantage was mentioned.

Another view was that the Department should be placed in the Cabinet Secretariat which would give it a broader base and also link it with other key personnel functions of appointments and postings to the higher posts in government. Still another view was that the Home Ministry was already doing such work and, therefore, the Department should be located within the Home Ministry.

IV

UNIFIED GRADING STRUCTURE

The utility of a Unified Grading Structure of posts lies in its ability to make for proper division of work in the Government as well as to develop the administrative hierarchy in terms of the levels. It provides for a major control mechanism, and offers a set of planning devices for personnel at the various levels. Besides, the unified grading structure, being based on duties and responsibilities differentiated in term of the levels, removes arbitrary standards of classifying posts and places the entire process of classification on sound and rational basis.

In their report, the Administrative Reforms Commission have pointed out that there are many discrepancies between the various pay structures both for posts as well as Services in the Government of India. As a result there has been a lowering of morale of certain services and also development of unhealthy psychological complexes. Besides, the present pay structure places an undue premium on certain types of posts to the disadvantage of others. This is all the more true with respect to the field posts which have been under-emphasised and under-valued as against those in the Secretariat which are over-emphasised.

The present pay scales and the various services are also alleged to be responsible for a feeling of complacency in many a civil servant because of guaranteed increments over a sustained period of fifteen to twenty years.

The ARC's rationale is based on the following considerations :

- (1) Without unified grading structure, there would be difficulties for recognising merit and providing adequate opportunities for promotion and incentives for good performance.

- (2) The present multiplicity of scales for different groups neither makes for a rational system of remuneration related to work content nor does it facilitate the selection of personnel from different services for higher positions.
- (3) The absence of a rational pay structure which could take into account distinct levels of work and responsibility makes it difficult to put through a programme of career development based on the discovery and development of talent and a planned deployment thereof.
- (4) It would not be easy to draw talent from a variety of sources due to dissimilarities in the existing pay scales.

The basic recommendations of the ARC are two :

- (1) The posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and similar difficulties and responsibilities are grouped in the same grade. The number of such grades should be between 20 and 25.
- (2) All Services currently called, Class I, II or lower, should each be assigned a starting and a terminating grade. The promotion of an officer in an established Service from a lower to a higher grade should be on the basis of good performance. Promotions from junior to middle and from middle to senior levels should be by selection.

The Administrative Reforms Commission have not gone into the methodology of evaluation of posts and have recommended that the proposed Department of Personnel should, after a detailed study, determine the grades as well as the posts to be included in these grades.

For evaluation and classification of posts and linking them with grades, the ARC have provided the following guidelines :

First of all, in those Services which have field as well as headquarters posts like All India Services, technical or otherwise, and many of the Central Services, technical or otherwise, the liability for service all over the country will have to be reflected in the pay pattern and grading system that may be adopted.

Secondly, for other Services which work either only in the field or at the headquarters but not in both, the grades of pay scales would have to depend only on the duties and responsibilities attached to the posts.

Thirdly, the fact that the State Services are required to work only within the confines of a State and do not carry a liability for functioning all over India should be reflected in their grades of pay.

Fourthly, posts in which highly important research work has to be carried out may have to be graded high even though they may carry little or no administrative responsibility.

Finally, the ARC have also recommended that as far as practicable the ratio which the increment in an entry scale bears to the difference between maximum and minimum of that scale should be the same in all other entry scales.

The Conference discussed at length the pros and cons of the proposed scheme.

The Case for Unified Grading Structure

Arguments in favour of the proposed scheme were on the following lines.

It was pointed out that the present pay structures have far too many anomalies. Jobs of similar nature and responsibilities were paid at differential rates. Secondly, there were several hundred pay scales in the entire governmental system which made the administration of the entire personnel structure complex and unduly costly. Thirdly, that multiplicities of grades generally did not help proper division of work in government or development of its hierarchy. In fact, there was no scientific analysis of jobs so that people could be properly selected or matched to the requirements of specific jobs.

It was pointed out by proponents of the Unified Grading Structure that the proposed measure was an essential ingredient of the personnel system recommended by the ARC. Without

such a grading structure it would not be possible for the Government to handle the personnel on a fair or uniform basis or on proper administrative considerations.

It was also pointed out that what the ARC had suggested was not position classification as obtained in the United States but only a more scientific job evaluation. The scheme was, therefore, not meant to supplant the organised services at the Centre and in the State Governments. However, the various grades of posts within a Service would be evaluated systematically in terms of their duties and responsibilities. Each Service would have a set of grades for posts encadred into it. In other words, under the scheme proposed by the ARC there would be both job evaluation and career services, unlike in the United States where there are no career services as such except in the case of foreign service.

The Case Against

On the other hand, some of the participants felt that this kind of classification of jobs on the basis of their content evaluation would not be of much use or feasible in India. The grading of jobs at various levels within a Service would invite judgment on the performance of individuals. This would not be possible given the present method of performance evaluation and employee placement. It was also pointed out that the system of this kind might open or even invite undue political influence or bring extraneous considerations to bear upon internal service matters. This would, in fact, damage the very fibre of the civil service system in India.

In addition, it was also pointed out that such a system would give advantage to the desk bound jobs and services and would make important field jobs, such as the District Collector's, unattractive. Thus the post of District Collector, which is held in the early career of an IAS officer, would be given the same status as another post encadred in a desk bound service. Once such a low premium is placed on the Collector's job it would become unattractive much to the detriment of administrative efficiency in the field.

This argument, however, was countered by pointing out that the post of a Collector need not necessarily be placed at the

end of the hierarchy. In fact after job evaluation if it was found that such a post required to be located in the upper grades of the service, then appropriate status should be accorded to it. In fact, a unified grading structure with proper emphasis on a job in terms of its duties and responsibilities as well as hazards and difficulties involved in it might place higher premium on certain types of jobs like the District Collector's by ranking it high in the grades allotted to the IAS. The jobs in the field and rural areas could thus be adequately recognised for their importance and remunerated accordingly. The flow in the direction of the Secretariat would then be checked as overvaluation of Secretariat and undervaluation of executive or field jobs would end.

Pay Structure

The Conference generally agreed to the principle that there should be equal pay for equal work. In other words, jobs of comparable responsibility or skills should be paid at comparable levels. In this connection many of the participants emphasised that several of the technical posts might require to be paid at much higher levels than those in the Secretariat. It was pointed out that the problem had become more acute for the government not only because of the competition from the private sector but also the growing international market for highly skilled and technical personnel especially engineers, doctors and scientists. These persons would not be attracted unless they were paid sufficiently higher amounts than even those prevailing in the Secretariat posts. In this context the present practice of placing undue emphasis on administrative posts as against relevant technical ones even in development fields came for criticism. It was pointed out by some that the subordination of a specialist or a technical person, who has to bear the brunt of developmental work to the generalist staff could adversely affect the efficient administration of the development activity itself. To resolve this problem, the pay structure should be made more flexible. Even more so to facilitate lateral entry of specialists into government.

The Conference also debated the advantages of long as against the short pay scales. It was argued against the proposed short scales that a short scale would bring in frustration

amongst people since they would quickly reach the end of their scale. They may thus seek change of jobs too often. It may also result in jockeying for positions and thus adversely affect the morale of officers. This will be particularly true of new entrants to the higher services.

On the other side it was pointed out that the intention of the ARC was never in terms of two or three years. The suggestion was in favour of shorter scales than the fifteen or eighteen year scales as at present. Considerable literature existed today on the design of adequate scales. If a scale is of eight to ten years there were enough opportunities for an individual to demonstrate his competence on the job and at the same time make it possible for the Government to assess his suitability for higher levels of responsibilities. Besides even today rarely does an individual officer stay in the same grade for over ten years. From that point of view a scale shorter than the present fifteen to eighteen years would be more appropriate. In particular, shorter scales would enable a proper discrimination between two individuals on the basis of their administrative competence and thus bring about a rapid development of the superior talent in officers.

The Grade Structure

Insofar as the grading system recommended by the ARC was concerned, some of the participants opined against the scheme. It was pointed out that a sudden reduction of several hundred pay scales into 20 or 25 may lead to upward movement of cost and that adjustment of individual officers in the new grade structures may entail an upward adjustment of several thousand of employees in many categories, specially the lower ones.

This argument was countered by several other participants. First of all, it was pointed out that the total pay range in the Government of India was not large enough to warrant more than 20 to 25 grades. Even in the United States, which had over 2.5 million employees in the Federal Government, the entire pay structure was confined to 18 general grades. Besides the exact number of grades was a matter which, as the ARC itself recommends, should be left to an expert body. There was enough technology available today to handle this work by a professionally competent group of persons.

Secondly, it was also pointed out that the individual's pay fixation need not be at a point different from what he is drawing at present. The bulk of the suggested grades would, any way, come close to the pay structure of the existing scales. There may, therefore, in fact not be additional cost because the Government would have the option of freezing a large number of inefficient personnel and at a point lower than what the present long pay scales made it possible.

Thirdly, it was pointed out that short pay scales with definite pay points and a uniform system for the entire 2.5 million Central Government employees would render the cost of calculations and other administrative costs far less than today.

Strategy

There was considerable discussion in the Conference regarding the initial work on the establishment of the Unified Grading Structure. While the ARC have recommended that the start should be made with higher services, some of the participants felt that this should be started at the bottom, so that the job evaluation of the higher posts would be more realistic.

As against this argument it was pointed out that the level of the jobs is far more important from the qualitative point of view. Besides, each service would cover posts at all levels encadred in it. For purely strategic reasons, therefore, homogeneous groups like the various Central Services and the All India Services could be easily tackled. The experience gained with this group could, from the point of the methodology as well as importance, be more scientific than that at other levels. Again, even today a clear distinction in functions is made between superior and subordinate services. The evaluation should, therefore, begin at the higher levels.

V

TRAINING AND DEVELOPMENT OF PERSONNEL

The ARC have recognised that training and development are by far the most important means of developing not only the varied skills required by Government but also to bring re-orientation. They have urged rounding out of the training programme, clarifying and strengthening of its administration, and particularly bolstering its contribution to higher management.

The ARC have stated that training is an investment in human resources and is an important means of improving the human potential as well as increasing the efficiency of administration. They also state that the basic objective of training should be to prepare the individual civil servant not only for performing his present job well, but also for shouldering higher responsibilities and meeting new and complex challenges in future. If training is to be effective, it should, as far as possible, also help an individual civil servant to so develop his capacities—mental, moral, and spiritual—as to instil in him a sense of dedication.

In terms of this approach, the ARC state that the training would have to be imparted at different stages of career of an officer and that the nature and content of the training should depend on the stage of his career at which it is imparted.

The ARC further suggest a far-sighted national policy on civil service training, having a specialised wing dealing with training in the proposed Department of Personnel, and establishing training cells affiliated to this wing in each Ministry or Department.

Agreeing with the proposal of the Estimates Committee made in its 93rd Report of the Third Lok Sabha, the ARC suggest that the foundational course given at the National Academy of Administration should be made compulsory for all new

recruits to higher Civil Services of India so that the officers would build a rapport with each other and with the people.

While suggesting a separate Staff College for the post-foundational course training of the IAS, the Commission have recommended that the National Academy of Administration take up middle management training courses.

The ARC have also made important recommendations regarding more extensive refresher and mid-career management training courses with emphasis on policy making, programme planning, and problem solving, to be given at professional institutions.

Training Policy

The Conference appreciated the need to develop training policy and to review the existing arrangements for training personnel in public administration. It agreed that the existing facilities should be brought up-to-date in view of the developments that have since taken place and that they should be equipped and strengthened adequately.

Most of the participants felt it necessary to assess the total training needs of all government employees, structurewise and positionwise, at all levels. The Conference was of the opinion that training was a continuous process and that it had to be provided at various points, particularly having regard to the three stages—junior, middle and senior in the cases of the civil servant. The training goals to be achieved at each stage might be different but they would have to be specifically stated so that appropriate training content and methodology could be evolved. Such action will have to be backed by adequate provision of organisational, personnel and financial resources. In this context the Conference stressed the need for career planning in the higher civil servants so that the development of an individual officer is placed on a sound and organised footing.

Training—the Types

The training programmes, according to the Conference participants, should be both formal and informal including on-the-job training. To meet the vast needs of government for higher

level training and development works, it was felt that the intra-governmental agencies including the National Academy of Administration should be strengthened through research and faculty development programme. The Conference also felt that the universities and professional institutions like the Institutes of Management, Indian Institute of Public Administration had a special role to play in this field and that the facilities available in these institutions should be more systematically utilised. In this context, the Conference emphasised the need for establishing closer relationship particularly between the universities, the national institutions in the field and the National Academy of Administration and State institutes.

Many participants underscored the importance of informal training programmes, whether structured or otherwise. Amongst the organised or structured ones, counselling and on-the-job opportunities as methods of personnel development were specifically mentioned.

The Conference suggested that training of the subordinates should be an important responsibility of the supervisory officer and the latter should be evaluated for it. The immediate superior could play an important role as a friend, philosopher, and guide of the civil servant working under him. This practice in the higher services had in the past benefited their members enormously.

The other way was to place the responsibility for self-development on the individual himself. However, in such a case the organisation must provide or create a climate necessary for self-growth. This would hardly be possible unless each job is defined both in its prescriptive as well as discretionary elements. It was also pointed out that discretionary area was more crucial in this process of growth and, therefore, should receive the necessary recognition.

Many participants in the Conference also stressed the need to integrate formal as well as informal training programmes including on-the-job training. Without deliberate or conscious integration, each training activity would appear distinct or even separate and not be sufficiently supportive of each other towards

the development of the officers. Such integration would essentially involve a proper policy and organisation for career planning and development and steps should be taken towards it at an early stage.

IAS Staff College

The discussion on the ARC's suggestion that there should be a separate IAS Staff College was prolonged. Some participants were of the opinion that in view of paucity of all types of resources there was no point in multiplying institutions and, therefore, the work of the 'IAS Staff College' should be done at the National Academy of Administration. The opposite viewpoint was that the ARC's suggestion for separate Staff College was useful and that the National Academy should conduct only the foundational courses for all All India Services, middle level management courses, refresher courses and do such other work. Many participants stressed, however, that too limited a role either for the National Academy of Administration or for the proposed Staff College would not help either their faculty development or building the institution. Hence, there would be greater advantage in developing the present National Academy of Administration for the purpose.

Training Personnel

The Conference participants felt that the staffing of the training institutions was crucial to their success. On the composition of the faculty, it was generally felt that the instructors should be drawn both from the practising administrators as well as academicians from the various disciplines. This alone would enable a proper blend between theory and practice. Several participants also emphasised the need to train trainers with due regard to the current teaching technology. It was pointed out that reliance on any single teaching method would not be suitable and that a proper admixture of the various methods was essential to achieve the training goals. This was all the more important because the objective of such training was not so much imparting knowledge as developing the necessary skills for applying it. This would not be possible without training the trainers adequately so that they could perform their roles effectively.

Formal Training Programmes

The Foundational Course given to probationers of all the higher non-technical services at the National Academy received considerable attention of participants. While appreciating that it was revised and improved recently, many participants were of the opinion that it should be further strengthened and be of longer duration. The ARC's recommendation in this behalf was generally supported.

Several participants felt that the ARC had emphasised training for only a few higher non-technical services, and that equal emphasis needed to be placed on formal training programmes for technical services as well as the lower Class II and III services.

Training programmes for developing the "managerial" skills of the technical personnel especially those in the senior supervisory positions were, in the opinion of many participants, urgently needed. Absence of such programmes had led to many inefficiencies in key technical fields, such as public works, etc.

The contents of training programmes of the day also came for criticism. It was felt by many participants that since the training objectives at each level differed, the training content should be appropriately tailored for the job. At the lower levels emphasis should be placed on occupational skills. But at increasingly higher levels human and conceptual skills should be given greater stress.

Teaching Technology

The inadequacies of the present training technology were also widely mentioned. It was pointed out that any training programme to be effective had to make best use of the modern technology and methodology. Institutions engaged in training personnel for public administration have to go in for modern teaching technology and methodology. In particular, the limitations of the lecture method were mentioned. As against this, many participants stressed the role-playing and simulation techniques along with the case method of teaching. The newer technology was more effective in developing decision-making

skills. At the same time it was stressed that no single training technology would cater to all types of training. A judicious combination of methods was necessary in each training programme.

Since the matter of training methodology is a technical subject, many of the participants felt that the proposed Personnel Department and particularly the Training Division, should examine this matter in detail.

VI

SUMMING UP

Professionalisation of the Civil Service was by far the most important area of general agreement at the Conference. The complexities of modern industrial and technological world and the implications of these to the State in India which is deeply involved in actively promoting and administering development programmes were recognised. As the key instrument of the State, the need to develop the Civil Service to a high level of expertise and professional competence was generally agreed upon.

Similarly, in the context of these changes, the needs of the Government for increasingly complex skills not only in functional areas but also managerial and supervisory skills were widely appreciated. The Conference generally felt that in the seventies and the eighties of the Century, the requirements of the Government for such skills would increase, and that appropriate steps should be taken both to professionalise the services and to develop the required skills within the Government through deliberate action.

While the above mentioned broad personnel objectives were appreciated, the specific recommendations of the Administrative Reforms Commission did not always receive the full support of the Conference.

Partial agreement was visible with respect to the recommendation relating to the classification of posts into "functional" and "other than functional" categories. Regarding the functional posts, the general agreement was in terms of those positions which predominantly have a technical character. Thus the post of Chief Engineer, Public Works Department, was considered clearly functional and, therefore, should be earmarked only for the member of the appropriate technical service.

There was disagreement, however, about extending this concept to Secretariat positions especially at the levels of Deputy, Joint, Additional or full Secretaries. The main disagreement here was that these positions did not require technical competence as such. (It was, however, felt that exact differentiation between the two types of posts would be possible only after proper job analysis and evaluation.) If after such evaluation, it was found that the post requires technical expertise, or familiarity with the subject matter, then it should be called a functional post.

The recommendations of the ARC regarding giving a status of a "functional" service to the IAS raised a good deal of controversy. The disagreement centred mainly around the interpretation of the basic role and work of the IAS. The work-content in the Service, specially at the district level, was interpreted as multi-functional and, therefore, prescription of a speciality of either magisterial or revenue work to the Service was not considered fair. The other opinion was that the ARC's recommendation regarding the "functional" area for the IAS was purely suggestive of the need to define an area of operation for the IAS. The speciality need not be just magisterial or revenue work. The main point made in this regard was that a group of persons selected on academic considerations at the age of 21—24 could not, on rational grounds, be called a "generalist" service. Such a status should be earned only through demonstrated competence for generalist type of work.

✓ The recommendations regarding staffing of higher positions in the "functional" services made by the ARC generally received the support of the Conference. The posts which are technical in character or require intimate familiarity with a subject matter should be encadred in distinct functional services. It was repeatedly emphasised, however, that the selectivity at each grade-level was essential; that only those who had demonstrated their competence not only on the job but also their potential for higher responsibilities should be selected.

Similarly, there was considerable agreement on the recommendations relating to lateral entry into Civil Services. Some of the participants felt that the ARC's recommendations did not go far enough. Not only was it necessary to have lateral

entry for positions for which the Government did not have the required skills, but even in areas where skills were available within the Government, induction of fresh blood and people with new ideas would be desirable and useful. The Conference, therefore, generally agreed that lateral entry in the Government should be encouraged and that the traditional policy of a "closed" civil service should be replaced by a more open system.

The Conference also supported the creation of more All India Services. It was felt that All India Services would not only attract better talent in the Civil Services but would help national integration and in the maintenance of uniform standards of administration in all parts of the country.

Issues relating to staffing of higher policy and managerial posts in the Secretariat offered a mixed-bag of agreement and disagreement. The Conference generally favoured selectivity in appointments to these posts. It also favoured casting the net as wide as possible both inside and outside the Government for appointing people to all these posts. In that sense, it was felt that the present practice of appointing officers from various services should be further strengthened to draw upon the talent available in all Services.

The examination at the end of 8 to 12 years service for appointment to the new pool of officers as suggested by the ARC evoked both positive and negative responses. The main objection to this method was that no examination is capable of reflecting the real merits of an individual officer. Similarly, the written confidential records of a candidate are also not of adequate character for the purpose. The present practice of having a panel drawn for each level of positions in the Secretariat was favoured by some. On the other hand, this practice was considered inadvisable by others in view of the premium it places on seniority and other non-merit considerations.

The question whether creation of such a policy and management pool would affect mobility of officers between the Centre and the States was negatively answered. Since positions both at the Centre and in the States would be so classified, it was felt that mobility need not be adversely

affected in fields where comparable Services existed. The Conference broadly agreed that any disadvantage to the State Services should be carefully studied.

The creation of a Personnel Department at the Centre received unanimous support at the Conference. It was widely suggested that the creation of this Department should be undertaken immediately since many responsibilities of implementation of the ARC's recommendation devolved upon this Department.

On the staffing of this Department also, there was considerable agreement. It was felt that the personnel should consist both of practising administrators, and also experts and academicians who would bring to bear upon personnel policy issues both professional and broader theoretical perspectives.

The recommendation regarding the unified grading structure evoked mixed responses. In general, the utility of such a system was widely appreciated for the purpose of proper division of work, developing hierarchies in Government and for creating the necessary instrumentalities for training, promotion, etc. The reservations were largely in term of the limitations of the present methodology of job evaluation. One of the major fears was that unified grading structure would open the door for extraneous influences at the time of movement from one grade to another. As a result, non-merit considerations may vitiate the entire personnel policy. Unified grading structure would thus be the Trojan Horse.

Many of the Conference participants, on the contrary, held the view that unified grading structure need not bring any such external influences to bear upon personnel policies. Even today grades do exist and they do terminate at some point. A rational system, perhaps with administrative safeguards, would render abuses of the system difficult.

The principle governing pay structure, however, received fairly wide support. "Equal pay for equal work" was felt to be a sound starting point. To that extent the need for proper job evaluation was considered urgent. Indeed, many of the

present difficulties, it was felt, might disappear once proper job evaluation was made.

In this context, the Conference agreed on the need to put the field jobs in proper perspective. Under the present grading structure, field jobs, including those in districts, were lower in the scale of importance. In a country where the development work devolves essentially upon these levels, the Conference felt that a proper balance should be created between the field jobs and those in the Secretariat or headquarters. In particular, these jobs should be upgraded in terms of the pay as well as status so that the flow would be reversed from the Secretariat to the field and districts.

Are short scales better than long scales? Here again while one school of thought felt that the long pay scales were essential to create a sense of security, it was widely felt that shorter scales would have many advantages. However, the intention was not to have three or four year scales but scales of six to ten year span as against fifteen to twenty year span as at present. Shorter pay ranges would provide the administrative agency an opportunity to assess the performance of an officer and at the same time enable a proper linkage between performance and promotions.

There was similarly a broad agreement that considering the general pay scales in Government today, twenty to twenty-five general pay grades would be enough to cover all the present posts. Such a number would place the entire system on a rational basis and greatly reduce the administrative costs. It was also felt that financial implications in terms of additional costs were not inherent in the proposal for this reform.

In terms of strategy too, it was felt that the starting point could more usefully be the higher services. This would have the maximum impact on administration. Besides, there were no technical problems in such a strategy; indeed as the numbers immediately involved in such a strategy would be small, it would be easier to implement.

Turning to training and development of personnel, many areas of agreement at the Conference emerged.

The need to evolve a broad-based training policy and strategy as suggested by the ARC evoked general support. It was felt that the evolution of such a policy was now essential to cope up with the vast backlog of skills which needed to be developed in government.

Secondly, the Conference broadly agreed that training should be continuous and that it was essential at all levels, particularly at the three levels of management, *viz.*, junior, middle and top. The specific content of training programmes and their methodology would, however, differ at each level and needed to be worked out with the help of specialists in the field.

In this context the Conference felt that training activity should be viewed as an integral part of the broader development programme of government personnel. For this purpose, career planning deserved highest priority and steps should be taken to develop and organise such an activity. As a part of this step, non-formal training such as on-the-job training, proper supervision, etc., should be properly linked with formal training activities.

The Conference also agreed that capabilities to provide worthwhile training programmes within the country needed to be built up both in the agencies within the governmental framework and outside it. The existing facilities at the various universities and research institutes including the Institutes of Management and the Indian Institute of Public Administration should be more widely made use of, and a closer relationship between these and the governmental training agencies should be established.

On the recommendation of the ARC to set up a separate IAS Staff College, the Conference felt that the role could be more effectively played by expanding the present National Academy of Administration. That instead of multiplying institutions, the present ones should be strengthened especially for research and executive development programmes. On the personnel of the training institutions the Conference broadly agreed that a composite faculty consisting both of practising administrators as well as academic personnel would be more suitable than one with

single background. The need for training of trainers was also largely supported. Finally, on teaching technology, the Conference heard of the recent developments in executive training methodology. It was generally agreed that suitable adaptation of the newer technology especially in simulation techniques, role-playing, etc., should be made use of to meet the specific needs and requirements of the higher level administrative and policy personnel.

APPENDICES

APPENDIX I

WORKING PAPER—I: STAFFING POLICIES

The Administrative Reforms Commission have stated that :
“The nature of governmental tasks has in the post-Independence era undergone a marked change, particularly after the adoption of planning as the means of achieving socio-economic regeneration of the country. Administration is tending to become more and more specialised, technical and scientific, the problems of public relations have acquired new dimension; the *raison d'être* of administration is becoming more and more grounded in popular acceptance, and the success of administrative measures is becoming more and more dependent on public cooperation and response; the emphasis of administration is perceptibly shifting from mere care and maintenance to social welfare and individual progress.” (p. 5)

In view of the changed context of Government since 1947, and the role it has assumed in the socio-economic development of the country, changes in the personnel policies are necessary. The ARC state :

“The change in the role of Government and the great diversification of its functions calls for a variety of skills in the higher administration.” (p. 9)

The Government today need highly skilled personnel to man increasingly complex positions both in the specialised areas of its operation as well as general policy and managerial levels.

The policy recommendations of the ARC on staffing the Government both at the Centre and in the States relate to :

- (1) Posts which have a functional content; and
- (2) Others outside the functional areas specially the policy positions in the Secretariat.

Insofar as the functional posts are concerned, the ARC recommend that all posts which are essentially functional requiring specialised knowledge, or posts for which close familiarity with the field is essential for success on the job, should be encadred into a service—a functional service; that a functional area should be carved out for the IAS.

The Study Teams of the ARC which went into the question of All India Services have generally supported the continuance of these Services, including the IAS. Patil Study Team further “favoured the expansion of the All India Service concept to other fields where common areas of administration have emerged as between the Centre and the States.” (p. 8)

For staffing the higher non-functional posts especially in the Secretariat, the ARC have recommended a special process.

A. FUNCTIONAL SERVICES

1. The ARC Report has in support of their general approach made some comments on the subject including such points as :

✓ “Administration is tending to become more and more specialised, technical and scientific.” (p. 5)

“Science and technology, in this nuclear age, have projected new tasks of administration. Besides, these and other specialisations like economics and the social sciences have also acquired an important bearing on government decisions and policies.” (p. 5)

“Administration, particularly at higher levels, has ceased to be merely regulatory.” (p. 5)

✓ “There is still too great a reliance on the ‘generalist’. The technical, scientific and other specialist personnel who have now appeared on the scene are not participating directly in policy formulation.” (p. 6)

“The top posts have not been brought within the reach of all those who have the capacity to hold them.” (p. 6)

“In view of the increasingly complex and multifarious functions of present-day administration, a general purpose Service will have limited scope and utility as such.” (p. 16)

✓ “... an important objective of personnel administration should be to create and nurture the needed specialisms.”, (p. 14)

2. In pursuance of the general approach to reform in personnel administration, the ARC have recommended :

- (1) Clearly defining “functional fields” and staffing them with officers specialising in those fields, *i.e.*, officers from functional services (Recoms. 2, 3 & 4).
- (2) Carving out a “functional field” for the IAS (Recoms. 1 & 2).
- (3) Earmarking all posts for which knowledge of subject matter is essential to the respective functional services. This includes the highest policy level posts in the Secretariat as well as field posts (Recom. 6).
- (4) Staffing the middle and higher levels in each functional field through a well-defined scheme of selection and promotion (Recom. 2).
- (5) Permitting lateral entry to technical posts from universities and business concerns (Recom. 17).

3. *Questions which the Conference may consider are :*

- ✓ (1) What should a rational staffing policy be to meet the needs of the Government for diverse skills and in particular how can the Civil Service develop both the high calibre specialists as well as the generalist and provide comparable career opportunities to both?—
- (2) Can posts in the Government be classified into ‘functional’ and ‘other than functional’ categories as recommended by the ARC?
- (3) Is the ARC’s recommendation regarding earmarking and filling top posts in functional areas feasible?
- (4) How can the need for specialised knowledge and experience be squared with the need for breadth and government-wide viewpoint?
- ✓ (5) How can the specialised knowledge be coupled with administrative skills specially to deal with managerial and policy posts?

- (6) What type of qualifications in officers serve the Government best—how much specialised and how much generalised and in what combination? How do we find and nurture such combination?
- (7) How do the imbalances in the cadres especially in the promotion opportunities for technical and other services compare with the generalist service, especially at higher levels?
- (8) To what extent should there be lateral entry into the services and how should it be done?

B. STAFFING THE HIGHER POSTS OUTSIDE FUNCTIONAL SERVICES

1. The ARC have made specific comments on the "closed" staffing policies:

"The doors of senior management should be open to all sectors of the Civil Services." (p. 14)

"A new approach . . . should integrate selected specialists into the administrative hierarchy and enable them to participate more directly in the process of policy formulation. . . ." (p. 11)

"Effective administration demands an effort to match each job with the man possessing the needed qualifications and competence." (p. 10)

"There should be reservation of posts for a particular Service only insofar as the qualifications, training and experience of its members make them specially qualified to man the posts; but in respect of other posts, the eligibility should be shared in common with the members of the other Services" (p. 5)

"Mid-career examination should be so devised that neither the generalist nor the specialist is placed at a disadvantage *vis-a-vis* the other." (p. 23)

"The fact that we would like to highlight is that certain posts and categories of posts can no longer be regarded as the closed preserve of generalist cadres alone." (p. 27)

" . . . Conscious efforts should be made to induct specialists like engineers, scientists, economists, etc., into the senior management posts" (p. 30)

" . . . Administration should, at this stage, endeavour to net in from all sections who have shown promise of managerial capabilities in the initial part of their careers". (p. 21)

2. The ARC recommendations, therefore, are :

- (1) Posts of Under Secretaries in the Secretariat be manned by promotions of the relevant Secretariat and attached office personnel (Recom. 4).
- (2) The posts of Deputy Secretaries in the Secretariat be filled by persons selected from all the functional services as well as those who do not belong to any service (Recom. 5).
- (3) The selection of these officers should be on the basis of a written test, an interview, and an assessment of previous records; those selected should be trained in one of the eight specialisms (Recom. 5).
- (4) Senior management posts (above the rank of Deputy Secretaries) outside the functional areas should be filled by officers who have experience in the policy and management pool with not less than 17 years of service; these selections are to be made by a special committee and there should be no fixed tenure in these posts (Recom. 6).
- (5) Extend advanced study for senior management to all eligible for such posts (Recom. 36).
- (6) Have the proposed Department of Personnel work out the details of the recommendations for staffing the higher posts (Recom. 7).

3. Questions that may be posed are :

- (1) Would the proposed mid-career examination be an effective method of differentiating between those who have proven aptitude for policy and managerial roles from others who do not?
- (2) What kind of personnel should staff the proposed Personnel Department? In particular should the personnel determining placement and promotional policies belong to any Service or be an expert professional group or be a combination of both?

- (3) How far should the higher policy positions be opened for lateral recruitment and how should this be done?
- (4) Should officers from all services, technical as well as others have access to the top most positions particularly those in the Secretariat? If so, should there be managerial or professional training given at suitable stages to specialist as much as the generalist to make them fit for advancement?
- (5) How far is experience in district administration relevant to managing top positions?

APPENDIX II

WORKING PAPER—II: UNIFIED GRADING
STRUCTURE

Structure of pay scales is 'an important aid to sound personnel management'. As the ARC point out, both the Patil and the Nagarkatti Teams have felt 'that there are serious anomalies in the existing pay structure which must be remedied'. These anomalies have developed over a period of time as a part of historical process.

The limitations noticed in the present pay structure are believed to :

- (1) affect adversely morale of certain services;
- (2) develop unhealthy psychological complexes among different groups of services;
- (3) do not provide uniform incentives to all to do their best;
- (4) make it difficult to practise the principle of equal pay for equal work;
- (5) hinder deployment of personnel in the best interest of public service;
- (6) result in overvaluation of Secretariat posts as against field posts;
- (7) introduce differences in regard to remuneration for the same kind of posts, based on the service origin of the person holding the post;
- (8) club together posts carrying different levels of responsibilities in long pay scales necessitating postings on an *ad hoc* basis instead of on a policy basis;
- (9) 'induce in the incumbents' in some services 'a complacent feeling of easy attainment of increments'. (p. 11)

2. In explaining their rationale, the Commission have observed among other things:

- (1) "Recognition of merit, adequate opportunities for promotion based on such recognition and for a continuous incentive for good performance" are necessary (p. 11).
- (2) "Needless variety of scales in different areas of administration which result in far too dissimilar career patterns for different groups of the service" should be done away with (pp. 11-12).
- (3) "Varying levels of responsibilities have emerged in all the cadres. It has, therefore, now become necessary to rationalise the pay structure and base it on recognisable levels of responsibility in all areas of administration". (p. 12)
- (4) To facilitate drawing of talent for higher levels in administration from a variety of sources, difficulties arising out of the existing dissimilarities in the pay scales need to be avoided by achieving relative uniformity between different scales existing at present (pp. 11-12).

3. 'To remedy the defects noticed' in the present pay pattern and as a support to some of the suggestions made by them to improve personnel administration, the ARC have suggested that a 'unified structure of pay scales' as 'a rational pay structure' reflecting 'actual responsibilities borne in each job', be evolved.

The specific recommendations of the ARC made to achieve a pay structure which would help realise the 'twin purpose of sustaining the morale of the Civil Service, and of acting as an incentive to do its best' are:

- (1) The posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and similar difficulties and responsibilities are grouped in the same grade. The number of such grades may be between 20 and 25 (Recom. 8.1).
- (2) All the Class I posts may be evaluated and assigned to (a small number) of pay scales. These pay scales may

be divided into three levels, namely, junior, middle and senior. The progress of an officer of an established Class I Service among the grades within each level should be on the basis of proved performance. Promotions from the junior to the middle and from the middle to the senior levels should be by selection. (Recom. 8.2)

- (3) The Department of Personnel should after a detailed study determine the grades as well as the posts to be included in those grades (Recom. 8.3).

4. For evaluation and classification of posts and linking them with grades, the ARC have provided some guidelines. They are as follows: (p. 34)

- "(1) In those Services which have field as well as headquarters posts like the All India Services (technical as well as non-technical) and many of the Central Services (technical as well as non-technical), the liability for Service all over the country will have to be reflected in the pay pattern and grading system that may be adopted;
- (2) For other services which work either only in the field or at the headquarters but not in both, the grades of pay scales would have to depend only on the duties and responsibilities attached to the posts;
- (3) The fact that the State Services are required to work only within the confines of a State and do not carry a liability for functioning all over India, should be reflected in their grades of pay;
- (4) Posts in which highly important research work has to be carried out may have to be graded high, even though they may carry little or no administrative responsibility;
- (5) As far as practicable, the ratio which the increment in an entry scale bears to the difference between the maximum and minimum of that scale should be the same in all other entry scales."

5. *The questions which could be considered are:*

- (1) Is the unified grading structure an effective method of devising administrative hierarchies and making proper

division of work between posts in the same service as well as comparable posts in other services?

- (2) Can the effort to evolve unified grading structure be viewed as an attempt to integrate the various services, established at different times as the needs arose, on rational, equitable and just basis so that responsibility and status bear proper relationship to each other?
- (3) How can evaluation, grouping and grading of various posts be achieved? What are the principal problems of doing so?
- (4) What are the *pros and cons* of breaking up the long pay scales into grades having regard to the various responsibilities of senior level positions?
- (5) If unified grading structure is accepted, how do we ensure that suitable types of persons are attracted in enough number to services which expose them to comparatively more difficulties and sometimes even hardships?

APPENDIX III

WORKING PAPER—III: TRAINING AND DEVELOPMENT OF PERSONNEL

Although in-service training is not as controversial a subject as personnel structure, staffing, and pay, it poses difficult issues of alternative ways of investing resources and assessing results. The ARC Report was especially emphatic in urging a rounding out of the training programme; clarifying and strengthening its administration; and particularly bolstering its contribution to higher management.

The Report stated :

“... much more needs to be done, particularly in training personnel for managerial and higher administrative responsibilities.” (p. 62)

“... training should prepare the individual civil servant not only for performing his present job well but also for shouldering higher responsibilities and meeting new and complex challenges of the future.” (p. 62)

Training should “help the individual civil servant to develop his capacities—mental, moral and spiritual—as to instil in him a sense of dedication”. (p. 62)

“... a much higher outlay on training than what is now incurred is called for.” (p. 63)

The ARC state that training would have to be imparted at different stages and that

“The nature and content of the training imparted to an officer would depend on the stage of his career at which it is imparted.” (p. 65)

Agreeing with the proposal in the 93rd Report of the Estimates Committee of the Third Lok Sabha that the foundation

course should be compulsory for all new recruits to Central Class I Services, the ARC added :

"The foundation course needs to be better adapted to the challenging task of making the probationers service-oriented." (p. 66)

"The foundation course must . . . be basically oriented to make the officer good and honest" (p. 67)

" . . . Officers must have a rapport with the people and know their psychology and understand their ways." (p. 68)

2. Among other and more technical recommendations, the ARC proposed :

- (1) A new and far-sighted national policy on civil service training (Recom. 26).
- (2) Locating the Central Training Division in the proposed Department of Personnel (Recom. 27).
- (3) Training units in each Ministry or Department (Recom. 28).
- (4) Extension of the foundation course at the National Academy of Administration to all Class I Central Services and All India Services (Recom. 29).
- (5) Revision of the content of this course to embrace more emphasis on values, attitudes, and duty (Recom. 29).
- (6) A separate staff college for the IAS (Recom. 30).
- (7) Training Institutions to be set up for all Class I Services if they do not already exist (Recom. 33).
- (8) More extensive refresher and mid-career management training (Recoms. 31, 34, 35 and 37).
- (9) Emphasis in senior management training on "policy-making, programme planning and review, and problem solving" to be given at professional institutions (Recom. 36).

3. *Questions that may be posed are :*

- (1) What kind of training should be considered essential during the different stages of officer's career belonging

to functional and other services? In particular should middle management training be included?

- (2) What type of education and training is desirable for top policy positions, if any? Should such training be conducted within the governmental agencies or outside or both?
- (3) What should be the staffing of the Central Training Division, and the Training Institutions? Should they be manned by serving officers or by professionally trained personnel including academicians or both?
- (4) To what extent should changes be made in the present training technology and methodology of the training institutions?
- (5) Are the various recommendations of the ARC on training consistent with those on staffing and unified grading?
- (6) Has the Report overlooked any notable training needs?

APPENDIX IV

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APPENDICES

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